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ABSTRACT

This report presents graphic and textual information to describe the unemployment problem among New York City's youth at risk, and to explore what might be done to alleviate the problem. Youth at risk are identified as the group of young people (aged 14 to 19) who are functionally illiterate and lack skills for employment. These young people, who are said to be alienated and prone to crime, reportedly comprise 20 percent of New York City's total youth population, a proportion that is expected to double in 5 years. Effective current programs for this group are then examined for the elements that are thought to be responsible for program success in providing education and employment for participants. Eleven elements of success are identified as suitable criteria for deciding how to allocate limited resources to programs. At the same time, impediments to the success of community-based programs are investigated. An assessment of current activities and roles of private foundations, the business sector, and public agencies concerned with the issues and problems of youth at risk provides the basis for the subsequent discussion of possible collaborative efforts between public and private sectors to address the educational and unemployment problems of these youths. (MJL)

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FOREWORD

For the past year, the Committee for Public/Private Cooperation, a small group of representatives of private foundations, corporations, and public agencies, has been meeting regularly to address the problem of youth, education and employment in New York State's urban areas. The Committee has chosen to concentrate its efforts on the special population of youth at risk: those teenagers who are and will remain unemployable without constructive intervention. In selecting this problem, the Committee has focused on three issues for continuing attention. They are:

1) developing agreed upon criteria for effective programs serving youth at risk;

2) identifying policy areas specifically affecting this population; and

3) exploring individual or collaborative actions that may be taken by schools, business and industry, public agencies, foundations, and community-based organizations to address the problems of youth at risk.

The Committee's focus has been on New York City because of the location and expertise of its members, the embryonic nature of the effort, and limitations of time and staff. However, the issues that have been identified and the strategies that have been recommended are relevant to urban areas in general. The Committee will address the question of expanded focus in the next few months.

ACKNOWLEDGMENTS

This paper was prepared by Huntington Associates as background for the Institute "Youth and Work: New York's Investment in the Future" held March 31 and April 1, 1982, at the Seamen's Institute. The paper reflects extensive interviews and a review of the literature. While we have had the benefit of the thinking of those people listed in the appendix, Huntington Associates assumes full responsibility for its content.

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Staff to the Committee
for Public/Private Cooperation

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I. THE SITUATION TODAY

New York City has one of the most serious youth unemployment problems in the nation.[1] Even if there were an increase in available jobs and the predicted decrease in the overall youth population, this problem would not disappear due to a special segment of youth known as youth at risk. Youth at risk are young people between the ages of fourteen and nineteen who are functionally illiterate and lack any skills for employment. Without basic education, appropriate socialization and work habits, these young people will remain unemployable.

Today, this group represents about 20% of the total youth population in New York City. However, the percentage of youth at risk is likely to double within five years due to a combination of factors. These are:

- cutbacks in federal loans for education together with a tightening job market will create a trickle down of formerly employable but unskilled teenagers into the unemployed ranks;

1 Center for Labor and Urban Programs, Research and Analysis, Young People in the New York Labor Market (Flushing, New York: Queens College, City University of New York, 1981), page i.

- the semi-skilled and skilled middle class continues to migrate out of the city to outlying counties; and

- programs providing subsidized work for unskilled youth have been severely cut back.

The forecasted rise in the percentage of youth at risk among unemployed teenagers requires a special effort directed at this population, based on successful models of programs that result in these youth becoming employable. Models exist. There are programs in New York City and other urban areas which are working effectively with youth at risk, albeit with a small percentage of the total population in need. These programs, largely community-based efforts dependent on public funding, demonstrate that youth at risk can be turned into productive, contributing members of society. Because youth at risk are largely teenagers failing in school or high school dropouts, the programs which reach them best operate in alternative educational settings.

Paradoxically, at the same time as the need is increasing for a special effort rooted in effective neighborhood programs, these enterprises are in jeopardy. This is due to the recent withdrawal of federal funds upon which most of these programs depend for core support. For example, federal employment training monies for hard core unemployed youth will be reduced by 84% by 1983. Federal juvenile

delinquency prevention monies will be eliminated completely. The funds by and large will not be replaced by other public monies since both city and state budgets for programs for the disadvantaged have also decreased. In New York City, for example, the budget of the Department of Employment has been reduced from 32 million dollars in 1981 to 6 million dollars in 1982. This public agency, like several others, may wish to step in but is unable.

The private sector cannot fill the gap. Employers cannot hire those who are not prepared to work and private philanthropy cannot replace public monies. It would have to increase by at least 144% to do so. Instead new strategies are called for to maximize existing resources and to target them wisely.

The purpose of this paper is to:

- highlight the problem;
- describe the essential elements of programs working effectively with youth at risk so that they may be used as criteria for funding, especially during current times of scarce resources;
- clarify the activities of both public and private sectors which relate to the education and employment of youth at risk; and
- suggest collaborative strategies which might be used to address the problem.

Impact of Federal Reductions:
Programs Related to Youth and Employment

(In millions of dollars)

National

PROGRAMS	Fiscal Year 1983 Federal Budget Authority Summary					Total % Cut Since 1981
	Current Policy FY 81	Current Funding	Proposed Level FY 82	Proposed Level FY 83	% Cut From Current Level	
Juvenile Delinquency Prevention	116.4	70.0	70.0	0.0	-100.0	**-100.0**
Compensatory Education	3961.0	2886.0	2474.0	1942.0	-32.7	**-51.0**
Bilingual Education	194.0	138.1	126.6	94.5	-31.5	**-51.0**
Vocational & Adult Education	1021.5	739.7	633.9	500.0	-32.4	**-51.5**
Follow Through	44.3	19.4	0.0	0.0	-100.0	**-100.0**
Job Corps	607.0	586.0	586.0	387.0	-34.0	**-36.2**
Other Youth Employment	1966.0	832.0	832.0	665.0	-20.1	**-66.2**

New York State

Impact of Cutbacks on Programs for Youth & Employment in NYS				
PROGRAMS	Appropriations 1981	Proposed FY 1983	National Reductions 81-83	Reductions Adjusted for Inflation
CETA	598	160	-70%	**-84%**
Social Services Block Grants	243	146	-34%	**-48%**
Child Welfare Block Grants	173	102	-27%	**-42%**
Community Service Block Grants	47	10	-79%	**-97%**
Economic Development Administration	50	0	-100%	**-100%**

New York City

PROGRAMS	1981		1982		1983		Total % Reduction	
	Appropriation	Youth Served	Appropriation	Youth Served	Appropriation	Youth Served	Dollars	Youth Served
Title IVC-Summer Youth Employment	$34.3	48,221	$26.8	35,032	$4.2	5,490	**-88%**	**-89%**
Title IVA	$28.5	8,705	$6	1133			**-79%**	**-87%**

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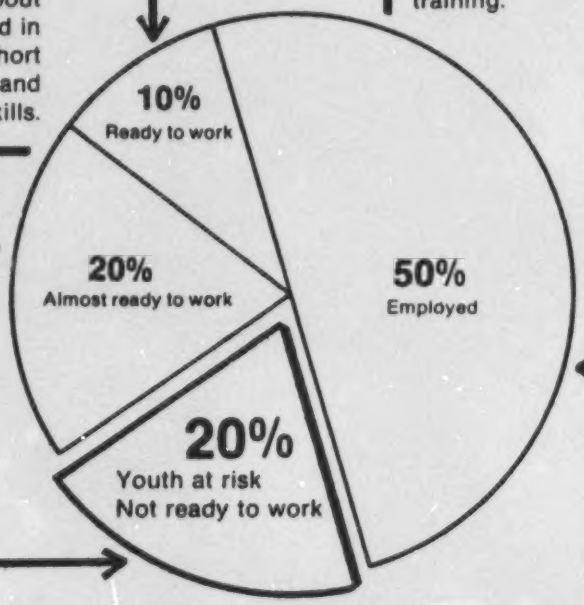
New York City Youth in the Labor Force:

Characteristics[2]

1982

Mostly minority high school graduates or the equivalent. Functioning on or slightly below grade level. Values uphold work. In and out of employment. Have had some previous work experience. Need interview skills. Likely to find jobs on their own with moderate intervention. Need only on-the-job-training.

Mostly minority high school dropouts functioning below grade level. No previous work experience. Do not share culture or background with interviewers. Lack information about jobs. Are discouraged. Interested in but not prepared for work. Need short term training programs, job search and interviewing skills.



Almost exclusively minority, high school dropouts functioning significantly below grade level. Live in welfare dependent families. Some are self-supporting. Usually do not share culture or background with interviewers. Poor interviewing skills (hostile, withdrawn, tardy). Low self-esteem. Some have juvenile justice records. Many into drugs/alcohol. Do not hear about job openings. Will not find employment without intervention.

Almost exclusively white, high school and/or college graduates. Relatively stable family structure. Values uphold work. Share culture and background with interviewers. Hear of jobs through family and friends. 75% find jobs within several months. Interview well. Have had previous work experience. Will get into the job world on their own.

2 New York City youth in the labor force are teenagers, aged 14-19, who are employed, seeking employment, or discouraged workers.

II. NEW YORK CITY YOUTH AND WORK

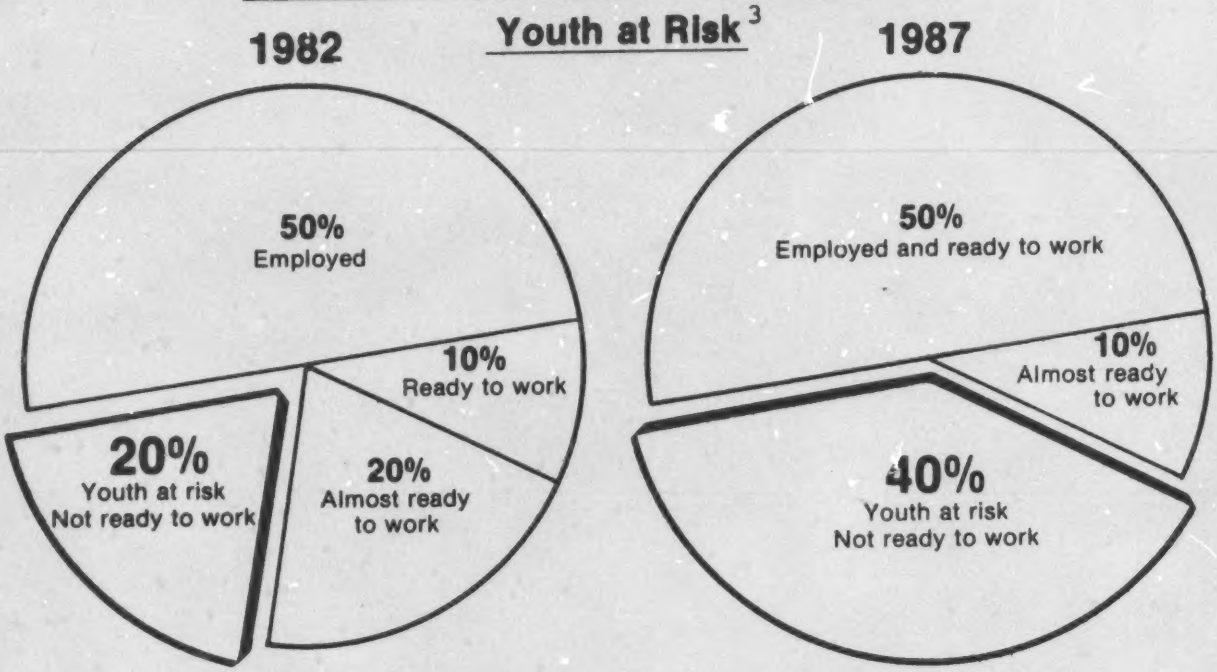
There are four distinct groups among the youth population in New York City, as the preceding graph shows. The largest segment (50%) consists of employed youth; 10% are ready to work; another 20% are qualified to work after some short-term, relatively low-cost assistance; and at the bottom of the ladder are youth at risk. This group represents 20% of the youth population. These youth are not employed and will not become employable in the absence of long-term interventions.

The severity of New York's youth unemployment problem lodges with the bottom segment of young people (highlighted on the graph that follows) which threatens to double in proportion to the rest of the youth population within the next five years. The problem is severe for youth themselves as measured by its concomitants: cynicism, alienation, reliance on the illegal rewards of the street economy and its accompanying dangers. The problem is also severe for society as a whole as measured by the growing burden of welfare dependence, lost productivity, and the undeniable statistical correlation between youth unemployment and youth crime.

Youth at risk range from those teenagers who have dropped out of high school and just "hang out" at one end of the continuum to the serious juvenile offender deep into the criminal justice system at the other. In

New York City Youth in the Labor Force:

Youth at Risk[3]



The proportion of youth at risk is likely to double in the next five years based on a combination of factors:

- Cutbacks in federal loans for education together with a tightening job market will create a trickle down of formerly employable but unskilled teen-agers into the unemployed ranks.
- The semi-skilled and skilled middle class continue to migrate from the city to outlying counties.
- Programs providing subsidized work for unskilled youth have been severely cut back.

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3 Estimates based upon interviews with key persons in the field and:
Young People in the Labor Market (Center for Labor and Urban Problems, Queens College, CUNY, 1981)
The Changing Face of New York (New York Regional Association of Grantmakers, 1982)
A Summary Report of the Vice President's Task Force on Youth Employment (US Department of Labor, 1980)
Geographic Profile of Employment and Unemployment 1980 (Bureau of Labor Statistics, (an unpublished report)

between one finds numerous teenagers scraping up against the law, involved in so-called "victimless crimes" - numbers, prostitution, and drug use. Their cost to society ranges from an average of $2,500 per person/per year to maintain one youth on public assistance (a figure which misleads as it does not include the costs of food stamps and medicaid, and the losses to the society in taxes on income and purchasing power) to $55,000 per person/per year to incarcerate a youth convicted of violent crime. Additional costs are tallied in the increasing number of muggings, burglaries, robberies, and assaults which are in large part attributed to this population. The unquantifiable but equally important costs are reflected in the fear and diminishing confidence of New York's citizens in their city as a good place in which to live and work.

There are certain facts which are known about this population. They are:

- <u>This population is by and large functionally illiterate</u>

  They score below the fifth grade level on standardized reading tests and cannot effectively comprehend a job application, the instructions on a medicine container, or a news story in a daily paper.[4]

4 Youth Literacy Task Force, <u>Literacy and New York City's High School Aged Youth</u> (New York, NY: Office of the Deputy Mayor for Policy and the Board of Education of New York City, 1982), page 1.

- This population tends to be alienated from the traditional high school as witnessed by high truancy and dropout rates

  Youth at risk represent a large percentage of the 66,500 high school students who are absent on any given school day in New York City. They are also included in an estimated 38,000 high school students who failed to graduate from high school last year.[5]

- This population is outside of the formal and informal information network

  Information about jobs for teenagers comes primarily by word of mouth from employed parents, relatives and neighbors, and through schools. Most youth at risk lack access to these channels, since many are not in school, live in welfare-dependent families, and do not move in circles broader than their own neighborhoods.

- This population is committing crimes

  There is a direct statistical correlation between youth unemployment and youth arrests for a variety of crimes. Only 6% of this population, however, are violent juvenile offenders.[6] That is, only 6% are career criminals.

5 Board of Education of the City of New York, The Dropout Report (New York, New York, 1979), pages 1, 4-5, 23.

6 Andrew H. Vachess and Yitzhak Bakal, The Life-Style of the Violent Juvenile (Lexington, Massachusetts: Lexington Books, D.C. Heath and Co., 1979), page xii.

- Without help, this population will be permanently alienated from society

  Youth at risk lack a vision of themselves as potentially productive members of society. Without opportunities to stretch beyond the narrow confines of their neighborhoods, they are unable to see themselves as moving up and beyond their present settings.

While the facts are important for a better understanding of the bottom segment of unemployed youth, this group must not be treated uniformly. Within this population, there are individuals with special needs: pregnant teenagers, non-English speaking aliens, in-school underachievers, and high school dropouts.

III. A LOOK AT PROGRAMS THAT WORK

Anyone who has operated or evaluated an effective program for youth at risk knows that there is hope for these young people. An effective program enables a young person to acquire the qualifications that private sector employers regard as necessary for employment: good work habits and attitudes, an acceptable level of cognitive skills, and the ability to solve problems. The means of enabling teenagers - any teenagers - to learn how to work is to provide them with the experience of structured "real work" settings that take into account age, abilities, and needs. Since youth at risk have not managed to learn in classrooms and are generally alienated from the adult world, a key element in such settings is a close working relationship with a competent, no-nonsense trustworthy adult who knows young people and expects them to succeed.

The programs that work for youth at risk are found in church basements, store fronts, garages, warehouses, public schools, and community centers. They are generally located in areas with a high concentration of poor and unemployed residents, with the highest rates of crime and arson, and the fewest health services. By design, they are small so that they may provide appropriate environments for teenagers lost in larger systems.

Effective programs share all or most of the eleven elements listed in the chart on the next page.

ESSENTIAL ELEMENTS OF PROGRAMS WORKING SUCCESSFULLY TO EDUCATE AND EMPLOY YOUTH AT RISK [7]

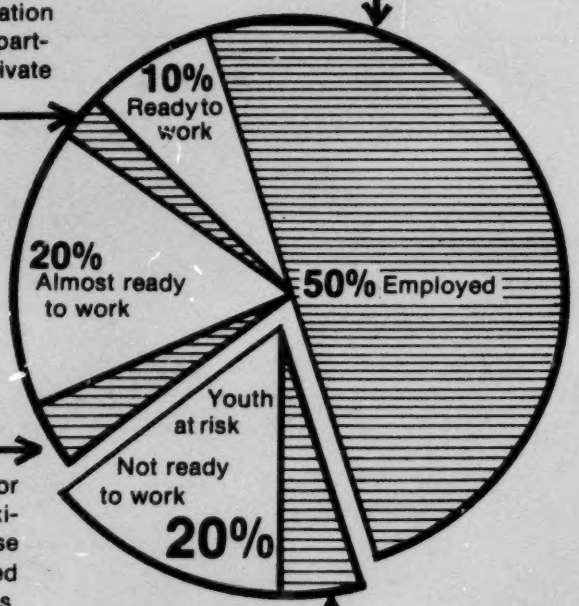
1. Clearly established goals
2. A committed staff who expect the youth to succeed and who recognize that it may take a seriously disadvantaged youth considerable time to achieve employability
3. An assessment process to determine the individual needs of participating youths
4. An individualized procedure for learning
5. Work that results in a product of economic, aesthetic, or social value
6. High standards of workmanship and strict observance of acceptable standards of conduct at the worksite and in the classroom
7. Exercise of cognitive skills on the job; a balance between classroom and worksite learning
8. Close supervision by a competent adult
9. Identification of specific working skills to be mastered, strengthened by a system for attaining reliable certification or credentials
10. Development of pathways for the youth to the private sector job market
11. Regular monitoring and evaluation of program activities

[7] A more amplified explanation of the purposes and projected outcome measures of these elements is given in Appendix B

New York City Youth in the Labor Force:
Programs which Prepare them for Employment
1982

All of the youth in this category are served by programs such as colleges, community colleges, vocational high schools, special skills programs and corporate training programs.

Year round and short term training programs in this category reach about 1/4th of the population in need. Another 1/4th of these teenagers participate in summer youth programs sponsored by the Board of Education (Cooperative Education), the Department of Employment and The Private Industry Council.



Programs preparing youth at risk for work currently reach only approximately 1/5th of this population. These are primarily community based programs.

Programs serving youth in this category currently reach only approximately 1/5th of the population in need. These are short term training programs which are conducted by the Board of Education and the Department of Employment.

NYC Youth Board summer youth employment

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The preceding graph shows clearly that programs currently directed towards youth at risk reach only a fraction of the total population in need. The impact of federal cuts will further curtail their activity. Given the situation, it will be critical to use the eleven elements of effective programs as criteria for deciding which programs should receive the limited monies available. It is essential that public and private funders agree upon criteria if they are to work together and to target limited resources to those programs where they will have greatest impact. At the same time, they must also address themselves to certain additional impediments which present difficulties for model programs.

IV. IMPEDIMENTS TO PROGRAMS THAT WORK

The drastic reduction in federal funds is the greatest impediment to community-based programs. Beyond this, however, other impediments stand in the way of programs as they work to reach more youth. These are differing expectations concerning program goals; the multiple reporting procedures required by funders; the lack of staff training; and youth employment regulations.

Differing expectations concerning program goals

Within the public and private funding community there is disagreement about goals and outcomes concerning community-based programs. Expectations vary from keeping costs to a minimum at one end of the spectrum to ensuring that a teenager is employable (within reasonable costs) at the other. In addition, some funders measure program goals in terms of participation; others in terms of job placement (no matter how long the job is held); and still others in terms of whether a young person is prepared for a lifetime of work. The lack of agreement on outcome measures creates conflicting pressures on program leaders, especially since most receive funding from a variety of public and private sources. The problem is exacerbated by the gaps in information which exist in and among the various agencies supporting the same programs.

Multiple reporting procedures required by funders

Often, the success of a community-based organization depends largely on the administrative talents and leadership of one or two staff members. Among the many duties they must fulfill is the Herculean task of meeting the reporting requirements of multiple funders. If the organization receives support from city, state, and federal sources as well as from private ones, the efforts and energies of key staff are often consumed with proposal writing and reporting requirements rather than with ensuring program effectiveness. The differing funding cycles of the various donors make the administrative burden even more onerous.

Lack of staff training and technical assistance

The demands placed on staff of community-based programs are strenuous, requiring extraordinary measures and diverse skills. Program staff would benefit from ongoing training to upgrade skills for the challenge of working with increasing numbers of youth at risk. Training would offset staff "burnout", and more importantly, increase their capacity to serve as role models for youth, a key element in program success.

Administrators of community-based programs are overburdened with management and fiscal demands. Directors

and staff would benefit from technical assistance to develop a community-based program network for the exchange of information and skills. Further, direct training in specific administrative skills would increase efficiency and enable directors to give more attention to program activities.

Youth employment regulations

Program leaders preparing youth at risk to work report that employers might be more inclined to hire them if there were better understanding of some of the policies related to hiring teenagers. The child labor laws, as they apply to New York State, do not inhibit employing youth. What is an impediment, however, is misperception about the laws.[8] It is not uncommon to hear employers considering hiring teenagers say, "The laws are too complicated" or "Who do I call if I have a question?" The very existence of the regulations may inhibit small businesses from hiring more youth. This is not true of the large franchises such as McDonalds and Burger King (hiring 60% of all teenagers), which have greater capacity to handle legal matters.

Another child labor law related impediment in New York State is the ruling which states that exemptions be granted

8 National Child Labor Committee, Child Labor Laws and Youth Employment: A Compendium, an Analysis, and a Design for Change (New York, NY: NCL, 1980).

only to youth in apprenticeship or vocational training programs sponsored by institutions such as the New York State Department of Education and the Department of Labor. At present, a community-based organization wishing to operate a work training program is not eligible for a "citizen" exemption for an individual youth it may wish to enroll.

An additional issue concerns tax rebates. Program leaders also note that more "first jobs" might be available if the federal rebate process were streamlined. This program permits tax rebates for firms which hire youth at risk. These rebates might provide important incentives were it not for the fact that the application process is layered with bureaucratic procedures. Employers complain about the "burden of public sector paper work." They also fear the possibility that participation in the rebate program might cause them to be audited more frequently.

Funding remains the central issue. However, without concerted action to remove these impediments, the future of community-based programs will be more bleak.

V. WHAT NOW?

It is apparent that no one group can solve the critical problem of youth at risk - nor should it be expected to do so. It is clearly time to assess the activities and roles of the concerned groups, to discover ways in which each may make the strongest contribution to the problem, and to discuss mechanisms for promoting future collaborations. Such information will be key to allocating scarce resources, strengthening successful programs, and targeting funding more carefully in order to make an impact on a problem which affects everyone.

Foundations

The experience of private foundations represents an important resource for addressing the issues of youth at risk. Not only have foundations provided seed money for community-based programs to initiate new projects, reach new populations, and experiment with new methods, but also they have taken leadership in the area of youth unemployment. For example, several foundations played a key role in identifying specific program elements which, when applied rigorously and consistently, would improve the employability of teenagers. In the late 1970's they supported intermediary corporations that were developed to

identify, test, and document the results of different program modes. The Manpower Development and Research Corporation, the first of these, was developed through the initiative of the Ford Foundation. Youthwork was established through the leadership from the Field Foundation, the Eleanor Roosevelt Institute, assistance from the Edna McConnell Clark Foundation, the Rockefeller Brothers Fund, the Public Welfare Foundation, the Southern Education Foundation, and the Taconic Foundation. Many of these same grantmakers assisted in the development of a third intermediary corporation, Public/Private Ventures. All three were concerned with development and assessment of youth programs, and much was learned and documented through these concerted efforts. The record stands as testimony to past success in public/private collaboration.

While the initiative of several foundations has had major input in the area of youth unemployment, the funds which are available to private philanthropy are limited. This group cannot be looked upon to fill the gaps created by federal cuts.

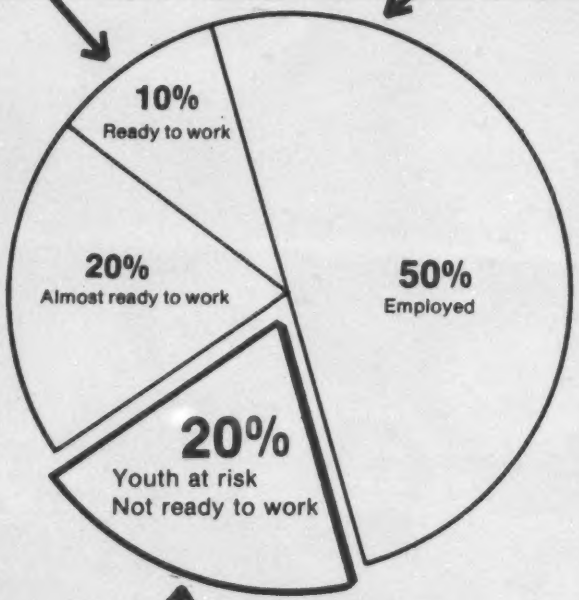
Corporations

Corporations represent a potentially important resource for addressing the special problem of youth at risk. As the graph on the following page indicates, the corporate contri-

New York City Youth in the Labor Force:
Business and Industry's Involvement
1982

- Job development for disadvantaged youth
- Technical assistance and training programs
- Work with the education community so that curriculum reflects actual needed skills
- Summer jobs
- Corporate leadership to galvanize community efforts and to affect public policy
- Volunteer time from employees on boards, and to provide instruction
- Private Industry Council

- Direct hiring and employer in-house training program



- Moderate corporate support of community based programs, education, training, counseling and placement projects

- Corporate philanthropy, technical assistance and leadership in the area of public policy

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butions will focus more on the broader youth unemployment picture as it affects New York City, rather than on the direct funding of programs or on hiring. To this end, corporations have tended to provide management assistance and leadership in affecting policy.

Corporations recognize that if they are to be profitable they must operate in a community with a stable tax base, safe streets and transportation systems, livable neighborhoods, and a spirit of good will. The serious problems of unemployed youth and its corollary, juvenile crime, undermine the confidence of corporate leaders in the city's future and lead them to question the viability of maintaining offices in New York.

There has been a growing recognition, even before the current cuts in public funding, of the need for greater corporate involvement in community life. This awareness already has been translated into action. The New York City Partnership, a 108 member coalition of chief executive officers of major New York corporations and civic leaders, has played a leading role. In the summer of 1981, the Partnership's Youth Employment Task Force, led by the New York Telephone Company and working with the Board of Education, the New York City Department of Employment, and the Private Industry Council, identified 13,700 summer jobs for disadvantaged teenagers. The program marked a major step forward

and Citibank has assumed the responsibility for expanding it to 15,000 jobs for the summer of 1982. In addition, the Partnership is planning a four-pronged approach which would:

1) identify the skilled jobs which will be needed in New York in the next five years and, through cooperation with the education community, ensure that the school curriculum reflects the projected needs of the labor market;

2) expand the process of matching disadvantaged youth with private sector summer jobs which is currently being coordinated by the Private Industry Council;

3) develop a certain number of new jobs in the private sector for disadvantaged youth; and

4) increase the availability of corporate resources, such as management assistance, training, and funding, for community organizations working with all segments of unemployed youth to prepare them for work.

The fourth area has greatest relevance for youth at risk. In addressing it, corporations might draw upon the work of the life and health insurance industry, which has been directed to disadvantaged youth although not to youth at risk. In a report prepared by the Center for Corporate Public Involvement, entitled Winning a Stake in America[9], five areas were identified in which life insurance companies could cooperate

9 Center for Corporate Public Involvement, Winning a Stake in America: A Special Effort for Hard-To-Employ Disadvantaged Citizens (Washington, DC: CCPI, 1980), page 12.

with voluntary community initiatives. They were:

- Leadership from company chief executives and other officers to affect public policy and to galvanize a special community-wide or company-sponsored initiative such as adopt-a-school programs;

- Volunteer time from employees and affiliated agents to participate on boards and help provide instruction, counseling, information about job placement, and management assistance;

- Investments in creating jobs in commercial, industrial, and residential projects;

- Financial contributions to community education, training counseling, and placement projects; and

- Company hiring and personnel development programs designed to place and train more hard-to-employ.

Critical to this special effort are systematic approaches to youth employment which begin by preparing teenagers for their first jobs, and which provide training and long-term career counseling as they move into young adulthood. Long-term solutions, according to the life insurance industry, will depend on mechanisms for public/private cooperation and action generated at the local level.

Although corporations can play an increasingly important role in addressing the problems of youth at risk, it is important to reiterate that these approaches will not fill the gap created by loss of federal funds. This was clearly set forth by the Director of the Bank of America Foundation in October, 1981, who said:

> The American corporation will be pressured in the years ahead to enlarge its social role. This pressure will increase as government implements its 128.2 billion dollar withdrawal from the funding of social programs of every sort. . . But even accepting a definition of expanded social responsibility, we must reject the assumption of an unequivocal obligation to help federally defunded programs. Looking ahead to 1984, we see that all private giving to non-profit organizations would have to increase by 144% in order to cope with inflation and to make up for withdrawn federal funds.[10]

Employers

If youth at risk are to be employed anywhere, their best chance is in mom and pop stores. These small neighborhood businesses employ from three to ten workers. There are approximately 190,000 of them in New York City, accounting for the bulk of city employers. Squeezed in between large

10 From a speech to the Council on Foundations Corporate Philanthropy Workshop, October 1981, Foundation News, February 1982, Volume 23, #1.

apartment buildings, they are the bodegas, pizza parlors, dry cleaners, laundries, flower shops, cobblers, butchers, and bakers. The shopkeepers are frequently looking for young people to help them out because their own children have decided not to go into the family business. The primary concern is for dependable youth ready to work. Many small businessmen have had successful encounters with youth at risk who have never before had a job. They are inclined to look for more young people when the need arises and some are willing to take risks on ex-offenders, especially if that young person comes to them through a community-based program.

Mom and pop stores provide a good environment for unskilled teenagers. The intimate atmosphere allows for close supervision and regular feedback on performance. These jobs provide the best kind of on-the-job training and work socialization that is needed for further employment. Increased job development among these shopkeepers is critical to enable community-based programs to find placements for the teenagers they serve.

Middle-sized employers such as manufacturers, retail store owners, and service industry managers with 100 employees or less are also potential employers of youth at risk, especially those who are eighteen or nineteen, but only once they are prepared to work. A recent Interface survey of

405 firms[11] shows that despite a decline in manufacturing in New York City, a large number of jobs do exist in this area which could be filled by unskilled workers. It also shows that manufacturers are willing and in some cases eager to hire teenagers, who will receive on-the-job training if they are ready to work. That is, if they are punctual, dress appropriately, have a good attitude, and have mastered basic cognitive skills.

Middle-sized businesses, like all employers, do not have the time or resources to prepare youth at risk for work. In order to become eventual employers of youth at risk, they depend, like mom and pop stores, on community programs for developing basic job readiness.

The Public Sector

The problem of youth at risk has been traditionally the fiscal and programmatic responsibility of public agencies. State and local officials have provided funding and developed procedures for systematic planning, structures for linking people, information and resources, and mechanisms to disseminate effective program models.

Despite federal cutbacks, public agencies will continue to focus upon the immediate and long-term needs of youth at risk. For example, a discussion among cabinet level offi-

11 Interface, Working Youth (New York, N.Y.: Interface, 1981), pages 22-84.

cials of federal budget reductions is currently underway which addresses all human service needs including those of unemployed youth, particularly youth at risk.

The agencies most concerned are the Department of Labor, the Division for Youth and the State Education Department. Each of these agencies is committed both through its own program and resources, and through a series of joint efforts to prepare youth at risk for work. Primary among the several strategies designed to address the problem are the following:

- an eleven million dollar jobs crusade to be undertaken this year by the Department of Labor with the cooperation of the Division for Youth and the Department of Commerce, which has special monies set aside for hard core unemployed youth;

- the continuation of specially targeted delinquency prevention programs undertaken by the New York State Division for Youth to reach "troubled youth in troubled communities"; these support efforts to prepare youth at risk for work in order to prevent them from engaging in crime; and

- the Board of Regents has recently issued a paper which conceptualizes a three step approach to the problems of unemployed youth. This approach encompasses: 1) preparation for work (supply); 2) the creation of jobs (demand); and 3) transition services to link the first two. A chart illustrating this process follows.

New York City Youth in the Labor Force:

The Tasks [12]

SUPPLY	DEMAND
Preparing Youth for work through	**Job Development through**
■ Literacy retraining ■ Counseling ■ Job Preparation ■ Apprenticeship ■ On the job support	■ Employer orientation to the special needs of youth at risk ■ Intensified supervision in the work place ■ Opportunities for retraining ■ Restructuring of secondary jobs to improve worker mobility

LINKAGES

- Improved communications among schools, community-based organizations, and employers, not just for initial jobs but on an ongoing basis
- Matching jobs with the interests and abilities of youth at risk
- An institutional commitment to youth at risk between employers and employment brokers
- The ongoing development of shared language and understanding about youth at risk among all parties: public agencies, corporations, foundations, schools, and community groups

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12 This typology is adapted from Regents Position Paper on Youth and Employment, (Albany, NY: New York State Education Department, June, 1981)

The rich and diverse experiences of the public sector in working with the youth at risk population and its continued strong commitment represent an important resource for collaborative efforts addressed to hard core unemployed youth.

VI. CONCLUSIONS AND RECOMMENDATIONS

New York City's youth unemployment problems will not disappear, due to the growing segment of youth at risk. This group of young people will remain unemployable unless they receive targeted attention. Without it, they will become an increasing drain on the city's resources by swelling the welfare and juvenile justice systems and by contributing to an overall loss of faith in the city as a good place to live.

Models exist for reaching this segment of hard core unemployed teenagers. Since most of these youth are out of school, the effective programs are found in community-based settings. Recent cutbacks in federal funding have jeopardized the existence of these programs, creating an immediate need for new solutions to guarantee their survival. Without models as guides, efforts to solve the issues related to youth at risk will fail.

The problem is generating concern among leaders in the public sector, business and industry, foundations, civic organizations, and community groups. Many are committed to youth employment in general and are beginning to see youth at risk as a critical segment which must not be overlooked. Most agree that solutions to the problem will require the full

cooperation of both public and private sectors.

Based on the severity of the problem, and the growing interest of public and private leaders in working together, the Committee for Public/Private Cooperation proposes that the following approaches be considered as partial solutions:

1) Establish a mechanism to expand the dialogue between public and private sectors, which would:

- Foster agreement on program criteria among funders;
- Disseminate information on policy issues, model programs, and existing structures related to youth at risk;
- Convene regular meetings among all those concerned in order to ensure ongoing communication; and
- Facilitate collaborative action.

2) Undertake a series of technical assistance efforts which would provide:

- Community-based programs with management assistance, training, and a means of sharing resources in order to enhance their collective effectiveness;
- Corporations with suggestions of where their resources might be most helpful to programs serving youth at risk, such as management assistance, donation of space and equipment, and volunteer time of employees;

- Foundation and corporate philanthropy with opportunities to reassess the flow of their funding to programs serving youth at risk based on agreed upon criteria for effectiveness and necessitated by the changing relationships between public and private sectors; and

- Public agencies with information on community based models and opportunities for public/private ventures.

3) Set up a collaborative initiative to explore policies, procedures, and practices related to youth at risk which would include the following issues:

Employment

- Child labor laws and the need for better information about them
- Insurance regulations for protecting employers who hire youth
- The "legal limbo" of youth sixteen to twenty-one which creates a paradoxical situation in which they are entitled to certain privileges and not to others

Education

- Truancy regulations
- Requirements relating to vocational education teachers
- Use of practitioners as teachers in the classroom

4) Conduct an investigation of the possibility of one year of community service for youth at risk, which would:

- Assess the needs and resources of targeted neighborhoods in order to develop

community service priorities, through working with community-based groups;

- Address the policy issues involved in developing community service programs for youth;

- Investigate possible sources of collaborative funding for community services through work with public agencies, foundations, and corporations;

- Identify effective models of community service programs for youth at risk, and make them available to program planners;

- Highlight general areas of need, such as transit safety, the development of open spaces, and anti-litter campaigns, which have city-wide application;

- Suggest separate strategies for public agencies, foundations, corporations, and civic groups to support this effort; and

- Work with employers and civic groups in order that graduates of community service work be given employment preference.

APPENDICES

A. Acknowledgments

B. Purposes and Outcomes of Essential Elements of Model Programs

C. Agencies and Organizations

D. References

APPENDIX A

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APPENDIX B

ESSENTIAL ELEMENTS OF PROGRAMS WORKING SUCCESSFULLY TO EDUCATE AND TO EMPLOY YOUTH AT RISK

1) Clearly established goals

Purpose: To ensure that those developing, staffing, funding, and participating in the program share a common view of the outcomes expected

Outcome: Everyone involved is clear that the primary goal of the project is to enable youth to acquire and hold a job

2) A committed staff who expect youth to succeed

Purpose: To encourage youth to work to reverse the syndrome of repeated failures

Outcome: Youths establish patterns of facing and overcoming obstacles, and emerge from programs with strengthened capacities

3) An assessment process to determine the individual needs of participating youths

Purpose: To make it possible to plan programs on a cost/benefit basis

Outcome: Special program subcomponents can be developed to meet special needs such as those for bilingual services or to cope with reading or mathematical deficiencies

4) An individualized procedure for learning

Purpose: To allow teenagers to move through programs at a pace suited to their particular needs

Outcome: Enhanced efficiency of programs permitting young people to build on their strengths while gaining needed skills in areas of deficiency

5) Work that results in a product of economic, aesthetic or social value

Purpose: To develop pride in achievement

Outcome: Enhanced self-esteem replaces an expectation of failure; the youth learn to expect to succeed

6) High standards of workmanship and strict observance of acceptable standards of conduct at the worksite

Purpose: To prepare youth for private employment

Outcome: Youth learn to observe worksite standards of conduct, including punctuality, attendance,

and personal responsibility, and to accept rules and regulations, including those for safety

7) Exercise of cognitive skills on the job; a balance between classroom and worksite learning

Purpose: To encourage youth to develop and strengthen their academic as well as working skills

Outcome: Youth discover the need for basic proficiency in reading and computing as a necessity for accomplishing hands-on work. Youth enhance their options as they emerge from the program equipped with basic literacy skills

8) Close supervision by a competent adult

Purpose: To provide the youth with an adult who is both an authority and an ally, who sets limits on behavior and serves as a role model

Outcome: The most successful programs have a low ratio of one adult to six youths, comparable to industry's own generally accepted "span of control" which provides one supervisor for every six workers

9) Identification of specific working skills to be mastered; certification and credentials

Purpose: To offer youths ascending levels of goals toward which to strive; to provide youths with documentation which will enhance their capacity to compete for jobs and advanced education

Outcome: Crew leaders and youths, acting as partners in the working/learning process, regularly agree upon new skills to be mastered by the youth worker; youth are provided with constant feedback as to their achievements as they progress through the program; potential employers are assured that these youth have acquired appropriate skills and attitude training

10) Development of pathways to the private sector job market

Purpose: To prepare youths to find employment upon conclusion of the program

Outcome: Youths learn interviewing, resume-writing, and other job-seeking skills; they pursue further specialized training, higher education, a career in the military, or a nonsubsidized position in the private sector

11) Regular monitoring and evaluation of program activities

Purpose: To allow staff to build on strengths, discover weaknesses, make mid-course corrections, and carry on long-range planning

Outcome: Program increases its credibility with youth, potential employers, and funding agencies; staff improves understanding of relationship of activities to overall purpose of the program

APPENDIX C

AGENCIES AND ORGANIZATIONS

The Business Roundtable

Established in 1972, the Business Roundtable is an association of some 200 chief executive officers and business executives from companies in all fields. The Roundtable examines public issues and develops positions which reflect its economic and social principles. It was founded in the belief that business executives should take an increased role in the continuing debates about public policy.

Economic Development Council

Formed in 1965 by the chief executive officers and other leaders of New York's major corporations and legal and accounting firms, the Economic Development Council (EDC) seeks to improve the climate for doing business in New York City through three main avenues: by fostering trade, commerce, and industry in the city; by promoting an efficient New York City government; and by upgrading the performance of public school students.

New York City Department of Employment

Under the Federal Comprehensive Employment and Training Act (CETA) of 1973 (CETA reauthorized in October 1978), the New York City Department of Employment (DOE) acting as Prime Sponsor, administers comprehensive training and employment programs for economically disadvantaged, unemployed, and underemployed residents of the City of New York.

New York City Partnership

An association of more than 100 New York business and civic leaders which was organized in 1979. It seeks to strengthen and unify the public voice of business and to

mobilize the resources of the private and public sectors to solve major economic and social problems confronting New York City.

New York City Youth Board

A mayoral agency formed under executive law in 1947, the Youth Board is mandated to combat juvenile delinquency and promote youth development in New York City through coordinating youth services programs, contracting with public, private, and community agencies for youth services, monitoring and evaluating its contract agencies, and offering technical assistance as needed.

New York State Council on Children and Families

Unlike most state agencies, the Council does not have direct responsibilities for the operation of programs or for the provision of services. Established under executive law in 1977, to bring about "more efficient organization and operation of the state/local, public/voluntary system of social, educational, mental health and other supportive and rehabilitative services to children and families. . .The Council is designed to undertake activities consistent with the goals of reducing fragmentation and providing essential coordination of children and family services."

New York State Department of Education

The executive agency responsible for planning, monitoring, funding, and coordinating all educational services in New York State. It includes the Offices of Elementary, Secondary and Continuing Education; Cultural Education; Vocational Rehabilitation; and Higher and Professional Education. The department is the executive arm of the Board of Regents, of which the Commissioner of Education is the Chief Executive Officer.

New York State Department of Labor

The state agency which administers a range of state and federally funded programs designed to maintain the health of the economy and to enforce the state's labor laws. Its activities affect all segments of the workforce including (among others) such areas as: unemployment

insurance, CETA Operations Division; Private Industry Council; labor standards; State Labor Relations Board; safety and health; worker's compensation; affirmative action.

New York State Division for Youth (D.F.Y.)

The state agency, under the executive branch of the government, which is responsible for providing youth services to court related youth. It also provides local assistance to municipalities for youth development and delinquency prevention programs for all youth.

Private Industry Council

Created in 1979, the Private Industry Council (PIC, a non-profit organization) is the largest training organization in the United States for unemployed persons who are "easily trainable" and who are seeking work in private industry. Primarily CETA-funded, the program focuses on youth employment (sixteen - twenty-one year olds) and adult employment (eighteen years and older). PICs attempt to fill employers' needs with skilled labor through (1) pre-employement, classroom training (2) on-the-job training, and (3) a combination of the preceding two.

Vocational Foundation, Inc.

Organized in 1936 to help disadvantaged youth find jobs, Vocational Foundation, Inc. (VFI) has placed over 45,000 young New Yorkers. Candidates for the VFI Career Opportunities Program are screened, tested, and evaluated before being accepted. In addition to career planning, participants in the program may receive motivation and attitudinal training as part of a pre-employment workshop curriculum.

APPENDIX D

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